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ABSTRACT

The 1982 volume of the Bilingual Education Fact Sheet contains a series of 14 articles addressing popular concerns about bilingual education. The 2- or 3-page articles focus on characteristics of bilingual education teachers, facts about Title VII of the Elementary Secondary Education Act of 1965, facts about eligibility for Title VII programs, the use of Title VII funds, teaching English in bilingual education programs, sources of funding for bilingual education programs, federal involvement in bilingual education, the need for bilingual education, the relationship between bicultural education and bilingual education, the importance of bilingual education to Hispanics, the question of separatism in bilingual education, research on the effectiveness of bilingual education, enhancing student transition to English by using the home language in school, and the difficulties of English-language immersion programs. Material for seven of the articles is taken from "Beyond the Myth: Title VII and Bilingual Education in the United States," a publication of the National Council de la Raza. (SB)

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BILINGUAL EDUCATION FACT SHEET

1982

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Is the Research Evidence On the Effectiveness of Bilingual Education as Inconclusive as It Seems?

Not really. Most of the apparent inconsistencies in the research evidence have more to do with the state of the art in research methodology than with the quality of Bilingual Education itself. Can we say that education in general "works"?

We must ask the same types of questions about Bilingual Education as we ask about education in general. What kinds of Bilingual Education work best, with what kinds of students, under what conditions, and with what resources?

For several reasons, educational evaluation practices rely heavily on methods and practices borrowed from experimental research. But Bilingual Education as we currently know it is more of a general concept than it is a uniform variable of the type that is examined in most contemporary research. It is an educational approach, generally speaking, and not a curriculum "treatment" of the sort that most experimental research can evaluate using current methods and procedures.

Lack of relevant procedures explains why many programs cannot be properly evaluated using pre and post-test measures of student achievement. Many of these programs do not have the tight controls, e.g., level and quality of implementation, that permit this type of analysis. Within Bilingual Education, research of this type is in its early stages and inconclusive, and has come along years later than it should have. The delay was due, in part, to an early preoccupation with research that tried to determine whether Bilingual Education was worth trying at all. This last question is, of course, not answerable through scientific research. It is a question of values, attitudes, and public policy judgments. Research contributes only some of the insights that are needed.

The federal government has now begun to frame its research and evaluation agenda in a more realistic way. Over the next few years, data and findings resulting from this new approach to educational evaluation will shed considerable light on the features that contribute to high quality programs of Bilingual Education.

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Federal funds (Title VII for example) are targeted to serve children who are "most in need" of Bilingual Education, using both linguistic and socioeconomic criteria. These are the children who are least likely to show rapid growth and improvement, a common measure of program impact. Because of the complexity of their needs, they often require longer periods of time to derive the full benefit from Bilingual Education. Measured against the traditional expectations, programs that serve these populations can appear to be failing, when in reality they may be quite successful in slowing down (or stopping) the cumulative deficit phenomenon. This type of progress is exceedingly valuable but not easily detected.

Past efforts at evaluating Bilingual Education programs have not been fully successful in separating other variables that affect rates of academic progress for Limited English Proficient (LEP) children. Such factors include socioeconomic status, the home, individual student, teacher, school district, principal, materials, language, curriculum, testing materials and procedures, and test analysis and reporting precedures. The degree to which each set of factors affects learning is difficult to sort out. All are clearly important but current evaluation practices do not differentiate among the effects of each. Ongoing research is also addressing this problem and is likely to yield important new discoveries.

Until very recently, we have known very little about the characteristics of good schools in general, whether they have bilingual programs or not. This relates to the settings or context in which Bilingual Education (or any other innovation) can have the best chances for success. In recent years, research on good schools and good teachers has improved greatly. Future research on Bilingual Education will be able to include evidence on these factors, and should allow researchers and evaluators to account for the variables that affect success more precisely than has been possible in the past. Preliminary research embodying these is already underway under the auspices of the National Institute of Education and the Office of Bilingual Education and Minority Languages Affairs. The expectation is that as researchers pin-point the characteristics of good schools and good teachers, they will also be able to identify good bilingual schools and good bilingual teaching.

Social factors also influence the way programs operate — the expectations of teachers and administrators, and the support that school authorities are willing to provide. The prevailing practices in education program evaluation are not tuned finely enough to discern the effects that negative environments may have.

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Some Facts about Title VII and Students Who Are Eligible for Title VII Programs

Title VII of the Elementary and Secondary Education Act was first enacted by Congress in 1968 and amended in 1974 and 1978. The following attributes characterize the current Title VII of ESA (Bilingual Education Act) as authorized by P.L. 95-561:

- Title VII is a funding program for districts which choose to implement bilingual programs.
- Title VII is administered by the Office of Bilingual Education and Minority Language Affairs (OBEMLA) in the U.S. Department of Education.
- Title VII is a program designed to help districts serving language minority children so that local districts may remove educational barriers which may have served to deny these children equal educational opportunity.

Title VII was specifically designed to remove barriers to equal educational opportunity which are present for children of limited English proficiency.

- The legislation defines eligible students as those who have:

  "...sufficient difficulty speaking, reading, writing, or understanding the English language to deny such individuals the opportunity to learn successfully in classrooms where the language of instruction is English."

- The lack of a standardized definition of a limited English proficient child also makes it difficult to assess the numbers of children nationwide who might profit from bilingual programs.

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- States and districts determine which children are limited in English proficiency and unable to learn successfully when the only language of instruction is English.

- There are a wide variety of testing instruments and methods which districts use to determine which students are limited English proficient. Title VII does not mandate any specific instrument or method.

Title VII and fluent English speakers:

- Title VII legislation allows up to 40% of the children in a Title VII project to be fluent English speakers. Although most districts choose to focus their limited resources on limited English speakers only, there are Title VII programs where all students study two languages.

- Bilingual Education specializes in the methodologies designed to teach languages, especially second languages. Since these programs are primarily in elementary schools, in the early grades they provide fluent English speakers the opportunity to study a second language at an early age — when research indicates that children acquire a second language most easily.

- The benefit of Bilingual Education for the entire nation was recently the subject of a meeting held by the Academy for Educational Development (AED). The recommendations from that meeting were submitted to Secretary of Education Bell, and stated that high quality bilingual programs:

  "should be supported by all Americans who care about the future strength and welfare of the nation."

- The AED memo to Secretary Bell also stressed the potential contribution of Bilingual Education to the "important national goals of assuring competence in English for all citizens and enhancing skills in other languages."

Taken from a study entitled: "Beyond the Myths: Title VII and Bilingual Education in the United States" by Lori Orum, Office of Research, Advocacy and Legislation, National Council de la Raza, Washington, D.C. May be reproduced and distributed at will, with proper acknowledgement.

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June 15, 1982

Why not English Exclusively? What's Wrong with English Immersion?

High intensity language training (HILT) programs are at times acceptable methods of language learning, but they are most appropriate for adult learners. This is not the best method to use for teaching children. Highly motivated adults can be expected to devote long hours to learning a task. They can also be expected to bring a high level of self-motivation and sheer willpower to the job of learning a language.

Children, on the other hand, are different in several respects:

1) Their attention span is much, much shorter. This has nothing to do with motivation or willpower but is simply a characteristic of age. Research has demonstrated that no matter how interesting the task, children can only concentrate and learn during short spans of time. This seems to be a natural phenomenon; it is an intrinsic part of being a child and not having yet matured as a learner. After the learning switch clicks off — which can be in only 15-20 minutes in the early grades — little or no learning takes place on any particular task. So if teachers were to spend long periods of time teaching only the structure of the target language — as in high intensity programs —much of the school day would be wasted. By switching to other subjects or activities, however, a child's attention span and the learning process can be re-engaged.

2) Children have to learn many other things besides languages. Even those children who might be able to concentrate for a longer time on learning English simply can not afford to do so at the expense of their other subjects. If they are to keep up with their classmates on other subjects, they must devote parts of their school time to studying other subject matter. Math, sciences, social studies, etc., cannot be neglected. If schools were to postpone teaching those subjects while they taught only English, most children would lag far behind their classmates in their other work. Eventually this makes them become over-aged for their classes, and many children who cannot keep up as the content subjects become more difficult will simply give up and drop out of school. Those who remain in school are usually placed in slower classrooms where they will not impede their English-speaking peers. Often these classrooms are comprised of all National Origin Minority (NOM) children and it could, in fact, become illegal segregation. In this area, an ounce of prevention in keeping children enrolled in school is much more desirable and cost-effective than a pound of cure.

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The idea that children should be expected to learn English before they learn anything else has, moreover, been dealt with by the highest court in the land. In the Lau v. Nichols decision, the U.S. Supreme Court essentially outlawed this approach. In a unanimous decision, the Supreme Court ruled that to require a prior knowledge of English "before a child can effectively participate in the educational program . . . is to make a mockery of public education." In other words, schools cannot expect students to learn English before they can learn other subjects; they must learn the English language and subject content at the same time.

The Supreme Court stopped short of requiring bilingual education but did say what the schools cannot do. In this the Court was quite explicit:

> ". . . there is no equality of treatment merely by providing students with the same facilities, textbooks, teachers and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education."

Although the Supreme Court did not prescribe bilingual education by name, there is little question that the specifications it set out are best met by that approach.

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Doesn't the use of the home language in school become a crutch that can slow down children's transition into English?

At certain stages of development, children can form habits which become their preferred manner of acting, speaking, thinking and otherwise behaving. This is normal and very much in the nature of being human. But when a habit is also a skill — particularly one that brings with it many rewards — it can never become a crutch. Most often it is an exciting springboard to new discoveries in learning. The use of the home language in school in a carefully structured program of bilingual education presents such opportunities for growth and continued academic development. There are several reasons for this:

o The home language of the child is used for only a part of the school day. English is used the rest of the time and it is used more and more as the child moves up in the grades. Thus if any language becomes a habit it will be English since, over the years, it is used much more in learning situations. It is also the language that is most reinforced outside the classroom. Under these circumstances, the use of a child's native language is just one more school experience comparable to concentrating on math, science, social studies, P.E. or any other subject during the school day. There is little danger for example, that spending an hour a day on a spelling lesson will lead children to want to do nothing else. They may like it and enjoy it more than say, math, but as the "managers" of the curriculum, teachers make sure that both sets of skills receive due attention. The same is true of other academic subjects. If a child finds, for instance, that poetry is more enjoyable than prose, it may affect his/her selection of reading material for a period of time. But the trained teacher of English literature can make prose reading enjoyable and rewarding too. With a teacher's guidance, the child acquires the proper balance in exposure and in skill development in both languages.

o It is important to remember that the use of the home language in bilingual instruction is not done haphazardly; there is much careful planning by the teacher and other school personnel who are responsible for the overall design of the curriculum. The home language is used for particular purposes. Its utilization is planned to assure maximum access to the other school subjects. The home

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language opens up an opportunity for a better interaction between Limited English Proficient (LEP) children and the curriculum. It is a bridge and should a child linger on it too long, the teacher will nudge him gently along. Luckily for the teacher, this is not very difficult to do. One of the most wonderful characteristics of childhood is the built-in inquisitiveness that makes teaching so rewarding. Children enjoy the challenge of moving on from what they already know to explore and discover lesser known phenomena. This occurs in language development at least to the same degree as it does in science and other subjects. By using the home language for part of the day, bilingual education helps the child to develop a secure base of skills which have proven themselves useful to the child. From this base of learning skills the challenge of learning another language becomes not only easier but more rewarding and pleasurable.

o When children do not speak English and are not involved in bilingual education, two situations exist. They cannot interact with the teacher in the language they already know, and they are not yet able to do so in the language of the school. This deprives them of a secure base that lets them venture out to learn less known facts or skills. There are two doors through which these children can enter the world of learning, but one of them remains closed until English is learned. Bilingual education uses the open door while working diligently to unlock the other.

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July 3, 1982

Does Bilingual Education Foster Separatism in the Schools?

Racial/ethnic segregation is a complicated concept, but essentially it relates to the separation of children on the basis of factors, such as color or ethnicity, that are not educationally relevant to such separation. Thus, when children were assigned to separate schools or classrooms simply because they were Black, it constituted illegal segregation because "blackness" per se is an educationlly irrelevant characteristic.

It is legally possible and educationally desirable, however, to group children for instruction, based on particular learner characteristics for the purpose of improving learning opportunities in the school. Civil Rights terminology uses the term National Origin Minority (NOM) to refer to factors that are not learning-related, while the term Limited English Proficiency (LEP) refers to the specific factors that have to do with language characteristics.

To be fully understood, the issues of segregation of LEP and for NOM children must be viewed within the broader context of discrimination in school programs. The end result of discrimination is the denial of equal educational opportunities. The effect on children is the same whether this denial occurs through action or lack of action on the part of the schools.

In the case of LEP children, this concept extends beyond the problems that arise purely as a result of pupil assignment practices. As already pointed out, a person's race, sex or religion are educationally irrelevant characteristics. Language, on the other hand, is an educationally relevant characteristic, since language is the primary vehicle for interaction between schools and pupils. Without understanding the language of instruction, meaningful learning cannot occur at all. Thus race, sex and religious discrimination occur when school officials treat individuals differently. Language-based discrimination occurs when schools treat LEP children in the same manner as they treat native speakers of English.

Bilingual education does not require that LEP children be separated from their majority group peers for long periods of time and, often it does not require it at all. The United States Congress recognized this in Title VII of the Elementary Education Act of 1965. In that statute, the Congress

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specified that Title VII projects should work with LEP children in the schools which "they normally attend". This provision prevents the movement of LEP children to separate facilities for the purpose of operating a bilingual education program. Title VII also states that "in such courses of study as art, music and physical education, a program of bilingual education shall make provision for the participation of children of limited English proficiency in regular classes".

Another important provision of Title VII that relates to this issue states in part:

> In order to prevent the segregation of children on the basis of national origin in programs assisted under this title, and in order to broaden the understanding of children about languages and cultural heritage other than their own, a program of bilingual instruction may include the participation of children whose language is English.
>
> . . . The objective of the program shall be to assist children of limited English proficiency to improve their English language skills, and the participation of other children in the program must be for the principal purpose of contributing to the achievement of that objective.

This legislation thus provides good guidance for guarding against inadvertent segregation in bilingual education programs. In short:

1) The program is to be conducted in the same schools in which the LEP children would normally be if there were no bilingual education program in existence.

2) In classes where English language skills are less important (art, music, P.E., etc.), LEP children are not to be separated from their English speaking peers;

3) Since children also learn language from each other, the presence of native English speakers in bilingual education classrooms is a way of improving opportunities for this to occur.

The essential point to be made is that the remedy for language discrimination must also be very different from the remedy for other sorts of discrimination. That is why the matter of segregation within bilingual education must be viewed within a broader matrix of factors. To alleviate racial, religious and gender discrimination, school officials must eliminate consideration of educationally

irrelevant student characteristics by ensuring that minorities and women have access to and participate in the educational programs generally offered.

To alleviate a language discrimination violation, however, school officials must adjust their policies and procedures to take into account an educationally-relevant student characteristic; i.e., the language-skill needs of the non-English-speaking students. This means that school officials need in most cases to establish special educational programs for language minority students in order to remedy the linguistic barrier that prevents effective teaching and learning.

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How does Bicultural Education Relate to Bilingual?

Most people would agree that one of the functions of formal schooling is to transmit the core culture of a society from one generation to the next. This would happen whether or not educators planned for it, because no curriculum is culture-free. The reverse, in fact, is true: culture is very much part of curriculum. The values, mores, preferences and biases of a society are invariably found in the curriculum of its schools. This occurs sometimes by design and sometimes inadvertently. Most often, schools and teachers are not even aware of this dimension of schooling; they take it for granted because it is so much a part of their own value systems. Most of us barely notice this cultural imprint unless it is brought to our attention.

There are, of course, many different definitions of culture, but for our purposes we can adopt the generalized working definition of culture that was proposed by the anthropologist who suggested that:

> Culture is a set of (group) standards for deciding what is, what should be, what to do about it, and how to go about doing it.

This particular definition is a good one to use to see what often happens in the history classes of American schools, a central subject to the notion of culture because it is one collective "group memory" of the citizenry. It is not uncommon in U.S. schools to teach black children that Thomas Jefferson is an American hero even though he owned slaves. We also teach First American children that George Washington is the "father of our country" and that Columbus "discovered America."

A curriculum that is culturally sensitive, i.e., bicultural or multi-cultural, recognizes these inconsistencies and their probable interpretation by minority-group children. By recognizing that some of these representations are not acceptable to all groups, we can develop a more balanced curricular content, more sensitive to the place of other cultural groups in U.S. history. The end result is a curriculum (and a process for analyzing it) that makes the school more aware of the values and hidden messages that are inherent in its formulation of history.

-more-

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Doing this does not inpugn the character of historic figures or diminish their importance to the country in any way. It merely requires us to acknowledge more openly that Blacks, Chicanos, Indians, Eskimos, Puerto Ricans, Chamorros (in Guam), Aleuts (in Alaska) and Native Hawaiians — along with many other groups — are all Americans. To teach about their heritage and perceptions of history is simply to teach more of the component parts of American culture.

Bilingual-bicultural education has served to remind us that Americans are not homogeneous; Americans are clusters of people whose views, values, and perceptions are all equally valid. This is important to the children who belong to ethno-linguistic groups. It gives them a feeling of belonging to the central culture rather than being marginal observers. It is also important to the children who do not belong to such groups because it teaches them a more balanced and democratic perspective about their history and the collective heritage of the society in which they live.

Minority-group taxpayers help pay for the costs of schooling. This is another reason why their respective cultures and heritage are as "eligible" for inclusion in the curriculum as are the cultures of other groups. The basic premise to keep in mind is that it is not the role of schools to screen out the culture of any American, but to weave it creatively into the tapestry of American society.

Bilingual-bicultural education is culturally democratic education. Its functions are to fill in the missing parts, tell all sides to a story and include in minority group aspects that have been bypassed by history, anthropology, sociology and the humanities. By so doing, it enriches everyone and wisely rejects judgments as to which cultures are not sufficiently worthy to be included in the curriculum.

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What exactly is bilingual education and why is it so important to Hispanics?

Simply defined, bilingual education is the use of two languages, one of which is English, as means of instruction. In the United States, it is an educational tool primarily utilized with children of limited English proficiency to provide them both English language instruction and access to the other content areas of the curriculum. A structured English as a Second Language (ESL) component is always an important part of any bilingual program, since full English fluency and literacy are important program goals. The native language of the child is used in bilingual programs only to the extent necessary to teach basic skills and ensure that children do not fall behind their peers in other subjects while they learn English.

Educators have known for years that children who do not understand the language of instruction have difficulty in succeeding in English monolingual schools. Federal and State courts have also recognized this fact. Language minority children have tended to fall so far behind their peers in subject matter mastery that, even after a degree of English proficiency, they never catch up. Therefore, the drop-out rate of these children is much higher than that of the rest of the population. Traditional, monolingual sink-or-swim approaches to dealing with the limited English proficient child have failed.

It is estimated that there are 2.5 to 3 million children of limited English proficiency in the United States. Of those children, over 70% are Hispanic. Deficiencies in speaking and reading English, or lack of any English ability at all have disastrous affects on the education of these children. They affect all content areas and have retarded the academic progress of Hispanic students whose achievement decreases with each grade. So total has been the failure of traditional public school programs for Hispanics, for example, that Hispanics are often described as the most under-educated group of Americans. The drop-out rate for Hispanics is much higher than for the majority, English-speaking population. As of 1979, only 42.3 percent of Hispanics 25 years old and over had completed four years of high school as compared with 70.3 percent of the majority population. This pervasive under-education obviously affects the employment and earning potential of Hispanics.

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There are a variety of models of bilingual education. Federal involvement with bilingual education, however, is based solely on the model of Transitional Bilingual Education. This model utilizes native language instruction only to the extent necessary and only until the child is proficient enough in English to eliminate native language instruction entirely. The Transitional Bilingual Education (TBE) model recognizes that the native language is a tool which may be utilized both in the teaching of English and content curricula. The use of that tool is discontinued as soon as the child reaches a determined level of proficiency in English and all further instruction is conducted only in English.

Although the specific method of delivery of services may vary, bilingual programs have the following elements in common:

- o the goal of English language proficiency and content mastery;
- o a strong English as a Second Language Component;
- o use of two languages within the classroom as media of instruction;
- o use of the native language to teach content until the child is ready to effectively progress using only English;
- o books and materials in English and the native language;
- o bilingual personnel spending some portion of the day with the child.

Those programs which fail to stimulate the cognitive development of students and allow them to fall behind academically are the least successful. Instruction in the content areas is vital to help limited English proficient children succeed, and native language instruction is the key which can open this opportunity for children while they go about the business of learning English.

In summary, bilingual programs use two languages to teach English and the content areas to students of limited English proficiency. The native language is used to provide instruction only until the student is proficient in English. These types of programs provide limited English proficient children with a better chance to learn than do traditional English-only approaches. The low educational attainment of Hispanics, for example, provides an eloquent testimony to the bankruptcy of a sink-or-swim approach and the need for programs like bilingual education which open the doors of educational opportunity.

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July 15, 1982

Other immigrant groups of the past did not need bilingual education; why do we need it now?

Early immigrants to the United States did not have much schooling either in their countries of origin or after they got here. Education then played a different role in preparing students for the labor market. They were able to survive, and sometimes even to prosper, because the economy of their time allowed it. In the pre-industrial and early industrial economies of yester-year, it was possible to find work that did not require formal education. In the United States, for most of its young life, construction, farming, railroads, factories, etc., were the prime sources of employment for early immigrants.

Also, in the past decades there was a progressive phasing-in to formal education over three generations and this was accompanied by a comparable increase in the peoples' ability to use the English language.

All that has now changed. The multitude of previously existing jobs which could be done without knowing English no longer exist to the same degree. A dramatic change has occurred. The economy has changed from what economists call "labor intensive" to one that is "capital intensive." It is no longer possible to survive comfortably — much less prosper — without having one of two things: financial capital to invest in business or some sort of "negotiable capital" such as diplomas, degrees, licenses, or other credentials. The acquisition of credentials requires formal schooling and an ability to use the spoken and written English language well.

What this means is that families no longer have three generations in which to enter the mainstream. It must all be accomplished in one lifespan for the family to remain economically independent. This in turn argues for the most effective and efficient system of public education possible. Simple literacy will not suffice in today's labor market. A high-school diploma is the bare minimum for most jobs in the modern job market, and is an essential pre-requisite for attending college and specialized schools which increase earning potential.

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Bilingual education is one efficient and effective component part of a school program. In a sense, it is an attempt to help shorten the longer acculturation period that past generations had available to them.

It is important to remember also that, in the past, education was not available to all in America. A certain level of economic comfort was essential before children could afford the "luxury" of being present in school and out of the work force. As a consequence, only middle and upper class youngsters had the benefit of formal schooling. This situation has now changed dramatically. Child labor laws and mandatory school attendance laws help assure that most children remain in school rather than in the work force at least until mid-adolescence. Also, a broader range of youngsters — socially, economically and culturally — are now in public schools.

The end result is that the schools must learn to serve a more heterogeneous population. This variety in the school population includes not only those who are non-English speakers; it also includes those that are physically and mentally impaired and those with learning disabilities. The challenges that these groups present determine in part the specifications for the new role that schools must play in an egalitarian society. In short, the clientele and function of schools are different now from what they used to be. This is not due as much to new demands by immigrants or minority groups as to the changes in society. To the degree that minorities ask more of the schools it is because society now asks more of them.

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PUBLIC EDUCATION STRATEGIES: BILINGUAL EDUCATION

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SOME FACTS ABOUT TITLE VII OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

- Title VII of the Elementary and Secondary Education Act of 1965, popularly known as the Bilingual Education Act, was enacted in 1968 after Congressional hearings revealing the unequal educational opportunities afforded to language minority students.

- Title VII is a discretionary and not a formula program.

- English is both taught as a subject and used as one of the languages of instruction in bilingual programs.

- It is estimated that some 3.5 million children in the United States could benefit from bilingual programs, yet Title VII at its height served slightly more than 300,000 children.

- Title VII funds were never designed to meet the total need for bilingual programs. Money is given to districts on a short-term basis in order to help them improve their own ability to run bilingual programs.

- Participation in Title VII is voluntary. In fact, funding is very competitive and far more districts submit proposals than are funded.

- Title VII serves districts which have chosen to implement bilingual programs but lack either initial funds, or supplemental funds to continue existing programs, or sufficient expertise to initially operate a program without assistance.

- Title VII also addresses needs which are national in scope, such as research, teacher training and materials development, and dissemination.

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- Title VII funded bilingual programs are designed by the local district, often with assistance of the State educational agency, and reflect the particular preferences of that community regarding the type of bilingual program implemented. As a result, not all Title VII programs are exactly alike, although all use both English and the native language.

- The exact mix of English and the native language is determined by the local district or States.

- All Title VII funded programs include a structured English component, usually in the form of English as a Second Language (ESL).

- Many bilingual program students actually receive more hours of structured English instruction than students in an English-medium program.

- The principal goal of Title VII programs is to help language minority children become fully proficient and literate in English.

- English is used as a language of instruction. In fact, a 1976 GAO study criticized Title VII projects for using too little of the native language.
  This study found the most effective projects were those which provided at least 30% of instruction in the native language. Most project directors acknowledged that the student's home language was not used enough.

- While up to 40% of Title VII project children can be fluent monolingual English speakers, most districts choose to focus scarce financial resources on limited English proficient children.

- Funding for Title VII represents only about 1% of the federal education budget.

- If the President's FY'83 request is passed by Congress, funding for bilingual programs will have decreased by 43% from FY'80.

- A 1981 Rand Corporation study showed that a self-contained bilingual classroom actually costs less than "pull-out" services where children are removed from their regular classroom to receive special services.

- Title VII provides the only source of federal assistance specifically targeted to help districts which choose to implement bilingual programs.

- There is nothing in Title VII legislation which forces all districts to use Bilingual Education to meet the special needs of their limited English proficient children. It is simply designed to assist those districts that have already chosen Bilingual Education as the best method for their district.

- Title VII requires parental participation and has increased the amount of interaction between parents and teachers and administrators. A recent Dept. of Education study conducted by the System Development Corp. shows that at projects where parental involvement flourished, there were observable benefits for students, parents, and staff. There was also evidence that when federal resources were made available and regulations specifically encouraged a variety of parent involvement activities, the frequency of beneficial parent involvement increased.

- Title VII is due to be reauthorized in 1984. At that time hearings should be held and expert testimony offered in an effort to further refine and improve the program. Programmatic changes should be based upon testimony from educators, state and local project administrators, researchers and parents, and changes made by the Congressional committees with the special expertise and background in educational programs. Title VII, although poorly understood by many, is a valuable program addressing a growing national need for high quality educational programs for language minority students.

Taken from a study entitled: "Beyond the Myths: Title VII and Bilingual Education in the United States" by Lori Orum, Office of Research, Advocacy and Legislation, National Council de la Raza, Washington, D.C. May be reproduced and distributed at will, with proper acknowledgement.

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SOME FACTS ABOUT FEDERAL INVOLVEMENT IN BILINGUAL EDUCATION

The federal government has, since 1968, provided some limited financial assistance for the establishment of bilingual programs through Title VII of the Elementary and Secondary Education Act of 1965.

- The highest appropriation for Title VII was $166.9 million in FY 1980. Since that time, appropriations have declined and the President's request for FY 1983 is $94.5 million.

- Title VII is a capacity-building program intended to supplement state and local funds to establish Bilingual Education projects; project designs must demonstrate plans to develop other means of support to continue once federal funds cease.

- Title VII addresses some needs which are beyond the capacity of the local districts such as teacher training, research, materials development, and dissemination.

- Title VII is a discretionary and not a formula-funded program. This means that Title VII does not attempt to serve all eligible children and does not allocate funds on a formula basis to every eligible child.

Participation in Title VII is voluntary. In fact, funding is very competitive and far more districts submit proposals than are funded. Districts themselves initiate proposed programs, based on their own needs, assessments, objectives and program designs.

- Title VII legislation does not require all districts to use Bilingual Education. It is simply designed to assist those districts which have chosen Bilingual Education as the best method for their children.

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- Title VII is the only federal program specifically designed to help provide services for limited English proficient children.

Because individual bilingual programs are designed by States and local school districts, there is tremendous variety among bilingual programs.

- Programs vary in the mix of time the native language and English are used, the purposes for which each is used, the criteria for admitting or exiting children, the degree to which program children are separated from other children in the school or district, etc.

- This tremendous variability makes it difficult to compare different programs, hindering accurate evaluation.

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SOME FACTS ABOUT TEACHERS OF BILINGUAL EDUCATION

The Teacher's Language Skills Survey conducted by the National Center fc. Education Statistics (NCES) in 1977, estimated that approximately 2% of the more than 2,000,000 public elementary and secondary school teachers were teaching through a language other than English. This is the closest estimate we currently have, although it probably also includes persons teaching in/through a language other than English for very small portions of their time.

- It is estimated that 42,000 public elementary and secondary teachers use a language other than English for all or some parts of their teaching time.

- Of these teachers who use a non-English language in some way for instruction:

  - 40% use a non-English language for 10% or less of their time;
  - 24% use a non-English language for 25% or less of their time;
  - 20% use a non-English language for more than 25% of their time.

  - Most teachers teaching through a non-English language actually use that language for 25% or less of their time.

- Only 38% of teachers using a non-English language are of Hispanic origin: 57% are native English speakers.

Characteristics of teachers teaching through a non-English language are provided in the following table:

TEACHERS TEACHING THROUGH A NON-ENGLISH LANGUAGE IN 1976-77, BY ORIGIN OR DESCENT AND MOTHER TONGUE

	Total	Teaching ESL	Not teaching ESL
Total	42,000	22,000	20,000
Origin or descent			
Hispanic	15,000	8,000	7,000
Non-Hispanic	27,000	14,000	13,000
Mother tongue			
English	24,000	11,000	12,000
Spanish	13,000	7,000	6,000
Other non-English mother tongue	5,000	4,000	2,000

Source: NABE Journal, Winter 1979, page 57.

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- Many bilingual teachers are retrained foreign language and English Second Language (ESL) teachers. The Teacher's Language Skills Survey responses indicated that many teachers seem to be assigned to work with limited English proficient children solely on the basis that they speak the non-English language and not because of any special training.

Teacher Preparation

- The Teacher's Language Skills Survey found that fewer than 50% of teachers teaching through a non-English language have had even one course in Bilingual Education, theory of Bilingual Education, linguistics, the theory of learning related to teaching language minority persons, tests and measurements, counseling and guidance, or curriculum development relating to teaching language minority students.

- Only 14% have taken courses in teaching language arts in a non-English language, teaching other subject areas through a non-English language, studies relating to the cultural background associated with the non-English language, or teaching English as a Second Language (ESL).

- In recognition of the need for trained Bilingual Education teachers, Title VII assists training programs and inservice training to upgrade the skills of those working with limited English proficient children.

- Title VII teachers are selected and paid by the local districts.

- What exactly constitutes a "bilingual teacher" varies from district to district and State to State, which makes it difficult to talk about "bilingual teachers."

  - A survey conducted by NCES in 1977 reported that of teachers who reported teaching through a non-English language, 70% had not taken even one course in teaching ESL or in Bilingual Education; 25% had some academic training in ESL and only 7% had taken at least one course in Bilingual Education.

  - The same survey found that although some 130,000 teachers had received some training in Bilingual Education, the overwhelming majority of these teachers were not placed in bilingual classrooms.

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USE OF TITLE VII FUNDS

Title VII funds are divided among short-term grants to local school districts, training grants and support services.

Short-term grants to local school districts:

- Currently grants are located in 42 states and the outlying areas; however, over half of the projects are located in California, Texas, and New York, where over half of the children of limited English proficiency reside.
- In the school year 1980-1981, approximately 322,000 limited English proficient (LEP) children participated in nearly 600 projects. Average grant was $180,000.
- In the school year 1981-1982, approximately 295,000 limited English proficient (LEP) children are participating in 550 projects. Average grant is $158,000.
- In the school year 1982-1983, if funding is maintained at the $134.4 million level in the Continuing Resolution, 235,000 children will be served in 433 projects.
- If the President's FY'83 request of $94.5 million is approved by Congress, 172,000 students will be served in 390 projects.
- The number of grants awarded to school districts has declined steadily since 1980.

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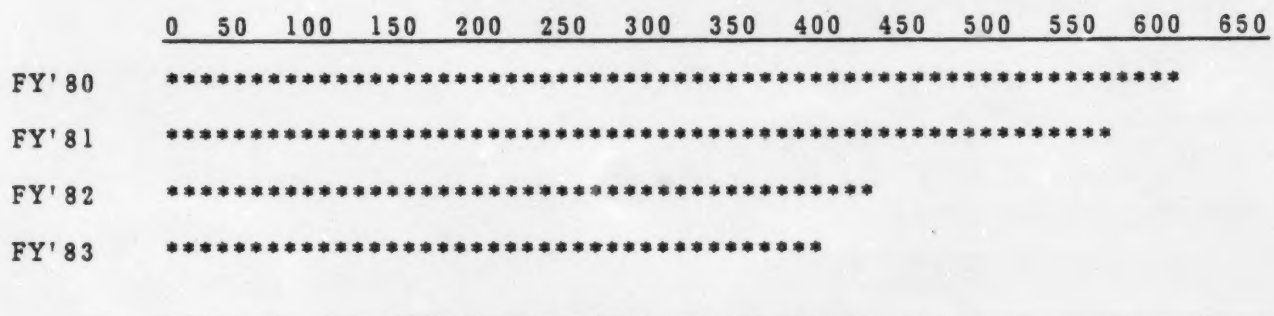
NUMBER OF GRANTS AWARDED TO SCHOOL DISTRICTS



Sources: U.S. Department of Education and Congressional Research Service

Training Grants

- o These grants support undergraduate and graduate programs in Bilingual Education at universities and colleges, including teacher training programs.
  - oo In the 1981-1982 school year, approximately 130 universities received training grants.
  - oo These grants provided some 5,200 stipends.
- o The training budget was allocated $32,075 in FY'81; and in FY'82 is funded at $28,836,000 under the Continuing Resolution. The President's request for FY'83 for training activities for Title VII is $25,500,000.

Support Services

- o Materials Development Centers; Evaluation, Dissemination and Assessment Centers (EDACs); and Bilingual Education Service Centers (BESCs) are included in this category.
  - oo These centers make bilingual curricular materials available to districts and offer training and technical assistance to teachers, paraprofessionals, administrators and parents. This includes inservice training to upgrade the skills of teachers and admininistrators assigned to bilingual programs.

- oo In FY'80, Title VII provided training for an estimated 35,000 administrators, teachers, counselors and paraprofessionals.

- o Funding for this area of Bilingual Education has also been cut. In FY'81, $18,375,000 was appropriated; the current Continuing Resolution has appropriated $18,957,000 (one of the few category increases). However, the President's FY'83 request would cut this category to $8,510,000.

- o The Administration's request for FY'83 would also merge the current three types of centers into the Bilingual Education Service Centers and reduce the total number of Centers funded from 34 in FY'82 to 19 in FY'83.

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BILINGUAL EDUCATION AND ENGLISH: IS ENGLISH REALLY TAUGHT?

One persistent myth which has surrounded Bilingual Education is that the programs do not teach English but rather spend all instructional time in the child's native language.

- Bilingual programs both teach the English language in a structured manner and use English as one of the languages of instruction for other subjects.

- All Title VII funded projects include a structured English language component. This is usually in the form of English as a Second Language (ESL).

- The exact mix of English and the child's native language is determined by the local school district or the State.

- Many students in bilingual programs actually receive more hours of structured English instruction than do students in an English-only program. In fact, the 1978 Children's English and Services Study found that 85% of students in bilingual programs receive five hours or more of structured English instruction as compared to only 78% of children in an all-English program.

Hours of English Instruction Per Week	Bilingual Program	Non-bilingual Program
10 + hours	50%	50%
5-9 hours	35%	28%
Less than 5 hours	14%	18%

** Note: This refers only to structured instruction in English; both types of programs also use English as a language of instruction for other subjects and also informally in the classroom.

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- Aside from time spent on structured English instruction, almost 2/3's of all bilingual teachers also report using English as a language of instruction at least 75% of their time.

- A 1976 GAO study of Title VII projects criticized the programs for using too little of the children's native language.

- The same study found that the most effective programs were those which used the native language for at least 30% of instruction. Most project directors acknowledge that the student's home language was not used enough.

Source: Children English and Services Study, 1978, published by National Clearinghouse for Bilingual Education, Rosslyn, VA '82

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SOURCE OF FUNDING FOR BILINGUAL PROGRAMS

Not all funds for Bilingual Education programs come from the Federal government.

- Title VII is designed to increase local support for bilingual programs and has been very successful in increasing state and local funding for these programs.
- Many bilingual programs have multiple sources of support.
- The Children's English and Services Study in 1978 found that a variety of funding sources provide funding for bilingual programs, with some programs receiving support from more than one source.

PERCENTAGE OF BILINGUAL PROGRAMS SUPPORTED BY A GIVEN FUNDING SOURCE

Funding Source	% 0	10	20	30	40	50	60	70	80	90	100
LEAs	**********	**********	**********								
State Bilingual	**********	**********									
Title VII	**********										

Source: Children's English and Services Study, Spring 1978

Note: Because funding sources may overlap for the same pupil population, percentages by source of financial support cannot be aggregated.

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Even this combination of federal, state and local resources does not provide special services to each child of limited English proficiency.

- Using the Department of Education's estimate of 3.6 million children of Limited English Proficiency (LEP), and counting both Bilingual Education and English as a Second Language (ESL) - only as special services, it is estimated that only one-third of LEP children receive special services.

PERCENTAGE OF LEP CHILDREN (AGES 5-14) RECEIVING SPECIAL SERVICES (BILINGUAL AND ESL-ONLY)

Limited English profficient Children receiving special Services (ESL and Bilingual)

no special language services

TYPES OF PROGRAMS PROVIDED TO THOSE LEP CHILDREN RECEIVING SPECIAL SERVICES

ESL-only (10%)

Bilingual Education (23%)

However, 6% of those children provided with Bilingual Education receive services only at the following minimal level:

1) Assessment of English and Native Language;

2) Provision of Instruction by professionals in all areas;

3) At least 5 hours weekly in English and Native language instruction.

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